

Chapter 6

Support Operations

In support operations, Army forces provide essential services, assets, or specialized resources to help civil authorities deal with situations beyond their capabilities. Support operations usually involve actions that help civil authorities or nongovernmental organizations (NGOs) provide required support directly to the affected population. Army forces may provide relief or assistance directly when necessary; however, they normally support the overall effort controlled by another agency. When visualizing a support operation, commanders recognize that they will have to use a different definition of the enemy. In support operations, the adversary is often disease, hunger, or the consequences of disaster. The types of support operations are domestic support operations (DSO) and foreign humanitarian assistance (FHA) operations. They share four forms: relief operations; support to chemical, biological, radiological, nuclear, and high-yield explosive (CBRNE) consequence management; support to civil law enforcement; and community assistance. The forms occur to varying degrees in both DSO and FHA operations. Since domestic emergencies can require Army forces to respond with multiple capabilities and services, forms may be conducted simultaneously during a given operation.

DOMESTIC SUPPORT OPERATIONS

6-1. DSO supplement the efforts and resources of state and local governments and NGOs in the United States (US). During DSO, the US military always responds in support of another civilian agency. The Department of Defense (DOD) may also provide assistance to communities with programs that improve the community, its infrastructure, and its ability to serve the local population. DSO require extensive coordination and liaison among interagency, joint, multijurisdictional (state and local), and active and reserve component entities. In all DSO, federal military forces remain under the federal military chain of command.

6-2. Army forces provide domestic support primarily in accordance with DOD Directive (DODD) 3025.15. The military assistance to civil authorities

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directive is wide ranging, addresses responses to both natural and man-made disasters, and includes military assistance to civil disturbances, counterdrug activities, combatting terrorism, and law enforcement. See Figure 6-1.

DOMESTIC EMERGENCIES

6-3. *Domestic emergencies* affect the public welfare and occur in the 50 states, District of Columbia, Commonwealth of Puerto Rico, or US possessions and territories. These emergencies are a result of enemy attack, insurrection, civil disturbance, earthquake, fire, flood, or public disasters or equivalent emergencies that endanger life and property or disrupt the usual process of government (JP 1-02). The term domestic emergency includes any or all of the following emergency conditions:

- A civil defense emergency.
- Civil disturbances.
- A major disaster.
- A natural disaster.

6-4. A *civil defense emergency* is a domestic emergency disaster situation resulting from devastation created by an enemy attack and requiring emergency operations during and following that attack. It may be proclaimed by an appropriate authority in anticipation of an attack (JP 1-02).

6-5. *Civil disturbances* are riots, acts of violence, insurrections, unlawful obstructions or assemblages, or other disorders prejudicial to public law and order. The term civil disturbance includes all domestic conditions requiring or likely to require the use of Federal Armed Forces pursuant to the provisions of Chapter 15 of Title 10, United States Code (JP 1-02).

6-6. A *major disaster* is any flood, fire, hurricane, tornado, earthquake, or other catastrophe that, in the determination of the president, is or threatens to be of sufficient severity and magnitude to warrant disaster assistance by the federal government under Public Law 606, 91st Congress (42 United States Code 58) to supplement the efforts and available resources of State and local governments in alleviating the damage, hardship, or suffering caused thereby (JP 1-02).

6-7. A *natural disaster* includes all domestic emergencies except those created as a result of enemy attack or civil disturbance (JP 1-02).

ROLES AND RESPONSIBILITIES

6-8. The secretary of defense retains approval authority for support to civil authorities involving use of combatant commander-assigned forces, personnel, units, and equipment; DOD support to civil disturbances; and DOD responses to acts of terrorism. Approval can also involve DOD support that will result in a planned event with the potential for confrontation with specific individuals and groups or will result in using lethal force.

6-9. The secretary of the Army, as executive agent for the secretary of defense, is the approval authority for emergency support in response to natural and man-made disasters (except CBRNE response). Military forces respond to direction and guidance from the secretary of the Army's action agent, the Director of Military Support (DOMS). When the combatant commander

assets are not involved, the secretary of the Army may task the services or DOD agencies to provide emergency support.

ACTIVITY	Relief Operations		Support to CBRNE Consequence Management	Support to Civilian Law Enforcement Agencies				Community Assistance
	Disaster Relief	Humanitarian Relief		Counterterrorism	Counterdrug	Civil Disturbance	General Support	
Reconnaissance	X	X	X		X			
C2 Systems Support	X	X	X	X	X			
Intelligence Support		X	X	X	X	X		
Planning Support	X	X	X	X	X			
Manpower Support	X	X	X	X	X		X	
Training Support			X	X	X		X	
Supply & Equipment	X	X	X	X	X		X	
Transportation	X	X	X	X	X	X		
Food Preparation	X	X	X					
Water Purification	X	X	X					
Mortuary Affairs	X	X	X					
Laundry/Shower	X	X	X					
Temporary Shelter	X	X	X					X
Health Support	X	X	X					X
NBC			X					
Power Generation	X	X	X					
General Engineering	X	X	X		X			X
Security	X	X	X			X		
Restore Law and Order	X	X	X			X		
EOD Support			X					X
Search and Rescue	X	X	X					X
Traffic Control	X	X	X					X
Fire Fighting	X		X					X
Provide Liaison	X	X	X	X	X	X	X	X

Figure 6-1. Forms of Support Operations and Some of Their Associated Activities

6-10. The DOMS serves as the secretary of the Army's action agent for plans and coordinates the DOD domestic support mission to civilian authorities. He is a general officer appointed by the secretary of the Army. The DOMS is the DOD primary contact for all federal departments and agencies during DOD involvement in most domestic support operations. However, DSO responsibilities in dealing with combatting terrorism are divided between the Joint Staff and the DOMS. The Joint Staff handles crisis management response assistance, while the DOMS provides consequence management response support. (See the discussions of Crisis Management and Consequence Management later in this chapter.) The Joint Staff also supports counterdrug operations.

6-11. Each state governor appoints a state coordinating officer (SCO) to oversee disaster operations for the state. The SCO is the primary point of contact for the federal coordinating officer (FCO) in facilitating disaster assistance.

6-12. The FCO is appointed by the director of the Federal Emergency Management Agency (FEMA) for the president. The FCO coordinates the timely delivery of federal disaster assistance to the affected state, local governments, and disaster victims. He works closely with the SCO to determine state requirements and to coordinate national-level issues. This includes coordinating with the catastrophic disaster response group and the national-level centralized coordinating group of representatives from the federal departments and agencies under the Federal Response Plan (FRP). Operating from a forward-deployed disaster field office co-located with or close to the state operations center, the FCO must laterally coordinate and support between Emergency Support Function participants, as well as integrate the support of agencies not part of the FRP.

6-13. The defense coordinating officer (DCO) is the DOD representative designated to coordinate on-the-scene activities with the FCO. FEMA and other federal agency requests for support from DOD go through the DCO for validation and resourcing from appropriate military organizations.

6-14. The Army National Guard (ARNG), in *state* status, is the governor's primary response organization for emergencies and disasters. The state National Guard (NG) responds under the governor's control, not DOD's, and in accordance with state laws. However, if the NG is *federalized* by order of the president, it responds under the same limitations and command and control (C2) arrangements as active component military organizations. NG commanders must plan and train their forces for both federal and state missions.

6-15. The state area command (STARC) of the NG develops disaster emergency plans with other state and local agencies. The STARC and the DCO establish necessary liaison to coordinate and effectively manage local, state, and federal activities. The STARC can assist federal forces with contracting support as well as logistic support from NG resources not otherwise committed. Within the state or territory, the NG coordinator for military assistance is the plans, operations, and military support officer, responsible to coordinate military assistance to civil authority programs.

6-16. The US Army Reserve is capable of extensive domestic support operations. This assistance and support may include the use of equipment and other resources, including units and individuals. US Army Reserve personnel

may be activated in a volunteer status when ordered to active duty in lieu of annual training or after the president has declared a national emergency. Use of reserve component persons and units is restricted, under law, to immediate response under provisions of DODD 3025.1 and to population and resource control for CBRNE incidents. US Army Reserve units may be used to respond to a CBRNE incident if they are in the area and in annual training status. They may not be used for other types of emergencies.

6-17. Civil affairs (CA) [forces] may be especially useful to a commander during DSO due to their training in assessment, liaison, and civil-military coordination. Commanders should consider requesting CA assets at the earliest opportunity.

FEDERAL RESPONSE PLAN

6-18. When the president declares a major disaster, federal agencies are directed to provide disaster assistance to support state and local authorities. For command and control purposes, FEMA is designated the lead federal agency (LFA) responsible for coordinating federal emergency preparedness, planning, management, and disaster assistance functions. FEMA carries out these responsibilities by implementing the FRP, which they are also tasked with developing and maintaining.

6-19. The FRP establishes a process and structure for the systematic, coordinated, and effective delivery of federal assistance to address the consequences of any major disaster or emergency declared under the Stafford Act (Title 42, USC, sections 5142–5203). The FRP facilitates delivery of all types of federal assistance to state and local governments by organizing federal agencies and the American Red Cross under emergency support functions (ESFs). The FRP identifies 12 ESFs and assigns responsibilities of the primary and support agencies for each. DOD has a primary role in ESF 3, Public Works and Engineering (DOD and Army Corps of Engineers) and a supporting role in the others (see Figure 6-2).

	Emergency Support Function	Lead Federal Agency
1	Transportation	Department of Transportation
2	Communications	National Communications System
3	Public Works and Engineering	Department of Defense
4	Fire Fighting	Department of Agriculture
5	Information and Planning	Federal Emergency Management Agency
6	Mass Care	Agency for International Development
7	Resource Support	Government Services Administration
8	Health and Medical Services	Department of Health And Human Services
9	Urban Search and Rescue	Federal Emergency Management Agency
10	Hazardous Materials	Environmental Protection Agency
11	Food	Department of Agriculture
12	Energy	Department of Energy

Figure 6-2. The Emergency Support Functions and Their Lead Federal Agencies

6-20. The FRP recognizes that DOD maintains significant resources that may be available to support the federal response to a major disaster or emergency. FEMA may request DOD support when executing the FRP.

Planning Considerations for DSO

6-21. When directed, Army forces respond to domestic emergencies in accordance with the FRP and combatant command supporting plans as tasked by the Joint Strategic Capabilities Plan.

6-22. The DOMS receives emergency support requests dealing with civil disturbances, natural or man-made disasters, and their consequences and then transmits them to the appropriate combatant commands, military departments, or DOD agencies. A commander's mission analysis determines the appropriate force to employ. Considerations include the nature and magnitude of the emergency and the anticipated scope of support.

Legal Considerations

6-23. Army involvement in DSO involves many legal issues. DSO plans require comprehensive legal review. Commanders involved in DSO should staff plans, policies, programs, exercises, funding, operations, constraints, and limitations with their staff judge advocates to ensure conformity with legal requirements. Under the Constitution, civilian governments must preserve public order and carry out government operations in its territorial limits. The Constitution allows using the military to execute or enforce the law when necessary to protect federal or civilian property and functions. However, significant restrictions exist on employing federal military forces domestically. (See Appendix B.)

6-24. Military intelligence assets may not specifically target US citizens during DSO. However, military departments should share with federal, state, or local civilian law enforcement officials any information collected during the normal course of military operations that may be relevant to a violation of any federal or state law. This does not permit the planning or creation of missions or training for the primary purpose of aiding civilian law enforcement officials. It also does not permit conducting training or missions for routinely collecting information about US citizens. During disaster assistance operations, intelligence personnel and assets may be used for liaison and other support activities. Intelligence capabilities may, with authority from DOD—

- Acquire information about threats to the physical security of DOD personnel, installations, operations, or official visitors or for force protection.
- Analyze and disseminate information to disaster relief personnel and disaster field offices.
- Support disaster field officer operations using intelligence estimate procedures and skills.

6-25. US law prohibits psychological operations units from targeting US citizens. However, units can use these assets to help disseminate critical information to the civilian population. Information may include safety and health messages, location of water or food distribution points, and designations of restricted areas and temporary shelters.

6-26. DSO may take place simultaneously with other operations. However, unless directed by the president, primary military missions take precedence over DSO. Consequently, there may be competing requirements for units and support—such as transportation, equipment, and supplies—that have to be balanced with commitments elsewhere in the world. Sourcing conflicts must therefore be resolved quickly to prevent delays in responding to time-sensitive requirements.

Posse Comitatus Act

6-27. The Posse Comitatus Act (Title 18 USC, section 1385) forbids federal military forces from giving law enforcement assistance to civil authorities. However, Constitutional and statutory exceptions to this prohibition do exist. The recent emphasis on drug interdiction has led to an increase in those exceptions.

Whoever, except in cases and under circumstance expressly authorized by the Constitution or act of Congress, willfully uses any part of the Army or the Air Force as a posse comitatus or otherwise to execute the laws shall be fined not more than \$10,000 or imprisoned not more than two years, or both.

Title 18 USC, Section 1385

6-28. The Judiciary Act of 1798 allowed United States marshals to call on the military as a *posse comitatus* (a body of persons called upon by law enforcement personnel to help preserve the peace, make arrests, and serve writs). This law continued in effect until after the Civil War, when the federal government used Army forces to execute Reconstruction policies in the states of the former Confederacy. The southern states regarded this practice as abusive and repressive, and in 1878, President Rutherford B. Hayes signed the original bill ending the practice.

6-29. The Posse Comitatus Act prescribes criminal penalties for use of the US Army or Air Force to execute the laws of or to perform civilian law enforcement functions within the US. DOD policy extends this prohibition to the US Navy and Marine Corps. Prohibiting the military from executing the laws means that military personnel may not participate directly—

- In arrest, search and seizure, stop and frisk, or interdiction of vessels, aircraft, or vehicles.
- In surveillance or pursuit.
- As informants, undercover agents, or investigators in civilian legal cases or in any other civilian law enforcement activity.

6-30. The Posse Comitatus Act does not apply to—

- Members of the NG when not in federal service.
- Members of the reserve components when not on active duty or active duty for training.
- A soldier when off duty and acting only in a private capacity.
- Soldiers taking action for the primary purpose of furthering a military or foreign affairs function of the US, for example, enforcing military justice, maintaining law and order on military installations, or protecting classified materials.

Insurrection Act

6-31. Under the Insurrection Act, (Title 10 USC, Chapter 15), federal forces may be used to restore law and order during civil disturbances. Because the use of federal forces to quell civil disturbances is expressly authorized by statute, the proscriptions of the Posse Comitatus Act do not apply. The Insurrection Act permits the commitment of US forces by the president under three circumstances:

- To support a state request. The federal government has a Constitutional obligation to protect every state in the union, upon request, from domestic violence. Federal forces were used to quell the Los Angeles riots in 1994.
- To enforce federal authority. The president has the authority to commit the US military to enforce federal law. The provisions of this statute were used to enforce public school desegregation in Arkansas and Alabama in the early 1960s.
- To protect Constitutional rights. Citizens of the US are guaranteed equal protection under the law. The president is authorized to use the US military, during times of insurrection, to protect citizens in states that cannot protect the Constitutional rights of its citizens. President Kennedy sent soldiers to Alabama in 1963 to protect the rights of civil rights protesters.

Use of Force Guidelines and Rules of Engagement

6-32. With the exception of support to counterdrug operations, the standing rules of engagement for US forces, as delineated in Chairman of the Joint Chiefs of Staff Instruction (CJCSI) 3121.01A, do not apply to forces in domestic support operations. DOD civil disturbance plans contain use-of-force guidance for forces in civil disturbance situations. US forces deployed to assist federal and local authorities in disaster assistance missions, such as hurricanes and earthquakes, follow use-of-force guidelines as set forth in the mission's execute order and subsequent orders.

FOREIGN HUMANITARIAN ASSISTANCE

6-33. In foreign humanitarian assistance operations, Army forces supplement or complement the efforts of host-nation civil authorities or agencies that have the primary responsibility for providing assistance. FHA is limited in scope and duration and focuses exclusively on prompt aid to resolve an immediate crisis. Longer-term activities designed to support full recovery to predisaster conditions will normally become part of a combatant commander's theater engagement plan and transition to a stability operation. DODD 5100.46 establishes policy guidance for FHA operations.

Foreign humanitarian assistance operations are conducted to relieve or reduce the results of natural or man-made disasters or other endemic conditions such as human suffering, disease, or privation that might present a serious threat to life or that can result in great damage to or loss of property.

JP 3-07.6

6-34. Army forces normally participate in FHA operations as part of a joint task force, with the US country team of the affected country. They provide support in accordance with appropriate treaties, memorandums of agreement, and memorandums of understanding and US fiscal authority and foreign policy. The US Agency for International Development has LFA responsibility for coordinating FHA for strictly internal humanitarian disasters. The Department of State's Bureau of Population, Refugees, and Migration has the lead when an emergency primarily involves refugees. Army forces usually conduct FHA operations to support host-nation civil authorities with other civilian agencies.

FORMS OF SUPPORT OPERATIONS

6-35. The forms of support operations are relief operations, support to CBRNE consequence management, support to civil law enforcement, and community assistance. These forms may occur in both foreign and domestic operations. However, in FHA Army forces most often conduct relief operations, and in some cases, support incidents involving CBRNE and community assistance. These forms differentiate between the types of Army response, command and control, and resources provided to civil authorities and populations. However, Army forces involved in support operations execute overlapping activities. For example, a CBRNE incident may cause mass effects requiring support in the form of relief operations and support to civil law enforcement. (See Figure 6-1.)

RELIEF OPERATIONS

6-36. Relief operations respond to and mitigate the effects of natural or man-made disasters (including CBRNE incidents). They maintain or restore essential services and activities to mitigate damage, loss, hardship, or suffering. Relief is primarily a state, local, or host-nation responsibility. To support



the efforts of local authorities or the lead agency, the president can employ Army forces before, during, or after an event to save lives; protect property, public health, and safety; or lessen or avert the threat of catastrophe.

6-37. Actions that Army forces execute during relief operations in DSO mirror those during FHA operations. Relief focuses on the well-being of supported populations or recovery of critical infrastructure after a natural or man-made disaster. In disaster situations, Army forces provide

predominantly combat support and combat service support units. Figure 6-3 lists critical relief functions.

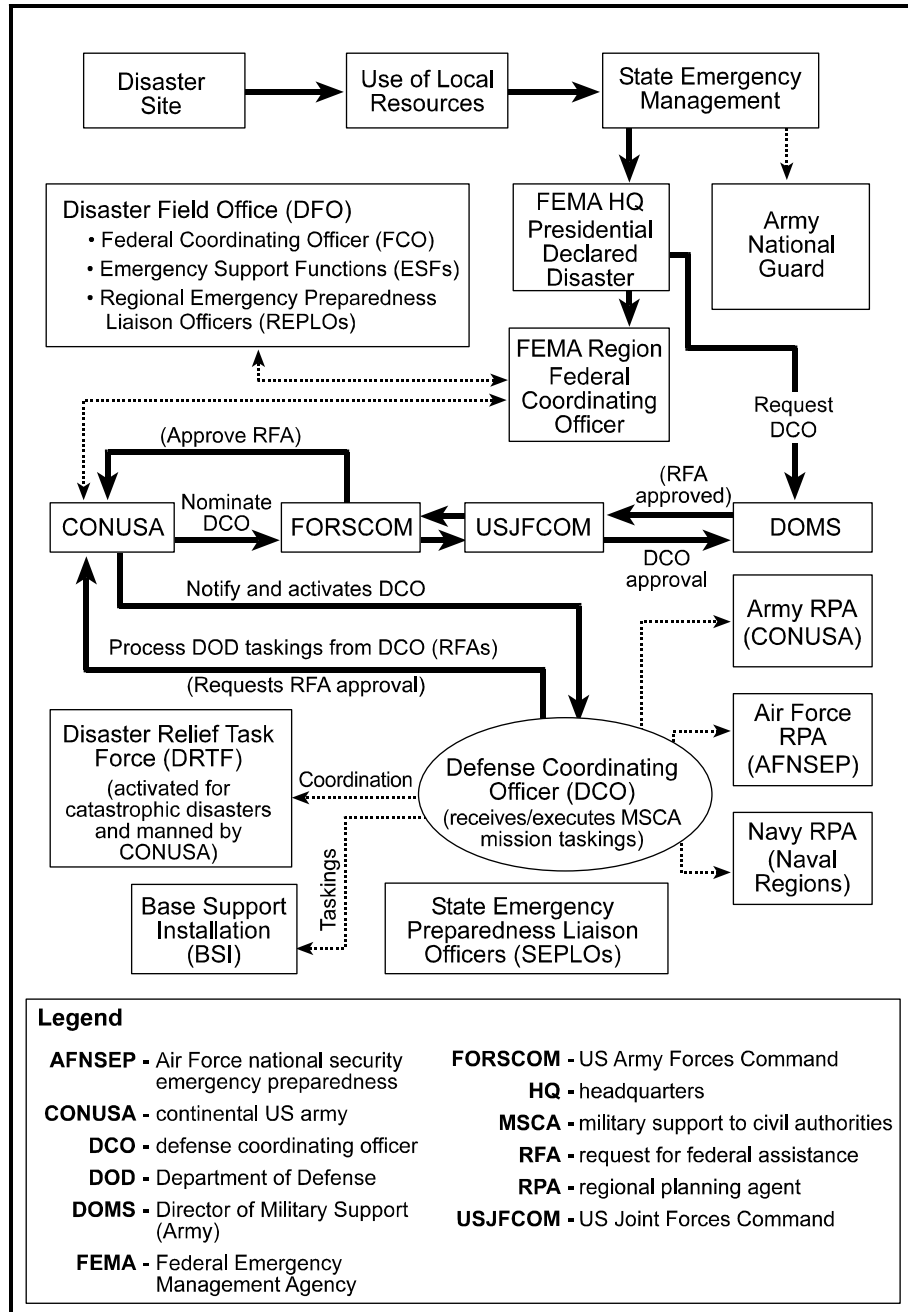


Figure 6-3. Domestic Relief Operations in Disaster Relief

6-38. Domestically, relief operations include domestic emergencies and can be conducted in response to environmental hazards. Hazards include animal and plant diseases, oil and hazardous material spills, wildfires, nuclear weapons and their radiological components, mass immigration emergencies,

and mail service augmentation during a postal work stoppages or natural disaster. Foreign relief operations typically include constructing basic sanitation facilities and shelter as well as providing food and medical care. They may also include activities that support dislocated civilians, such as camp organization, basic construction, administration, protection, and movement or relocation to other countries, camps, and locations.

6-39. In response to an emergency, relief focuses on lifesaving measures to alleviate the immediate needs of a population in crisis. It often includes providing medical support, food, water, medicines, clothing, blankets, and shelter. In some cases, it involves transportation support to move affected people from a disaster area. Relief operations also restore minimal infrastructure and create the conditions needed for longer-term recovery. This includes establishing and maintaining the minimum safe working conditions needed to protect relief workers and the affected population. Relief may involve repairing or demolishing damaged structures; restoring or building bridges, roads, and airfields; and removing debris from critical supply routes and relief sites.

6-40. Commanders may provide immediate response to domestic and foreign disaster situations under provisions of DODD 3025.1. This immediate assistance does not take precedence over ongoing combat and support missions. Any commander or DOD official acting under immediate response authority should quickly advise the DOMS through command channels and seek approval or additional authorization as needed from the respective chain of command.

6-41. Immediate response is situation-specific and may or may not be associated with a declared disaster. Commanders may use immediate response authority to assist in the rescue, evacuation, and emergency medical treatment of casualties; the maintenance or restoration of emergency medical capabilities; and the safeguarding of public health. Commanders may assist with the emergency restoration of essential public services and utilities. This may include fire fighting, water, communications, transportation, power, and fuel. They may also provide immediate assistance to public officials in emergency clearance of debris, rubble, and explosive ordnance from public facilities and other areas to permit rescue or movement of people and restoration of essential services. This list is not exhaustive. However, commanders should recognize that this is not a blanket provision to provide assistance and that the ultimate aim is to transition relief functions to civilian organizations.

Immediate response is that action authorized to be taken by a military commander or by responsible officials of other DOD agencies to provide support to civil authorities to prevent human suffering, save lives, or mitigate great property damage.

JP 3-07.7

6-42. Although immediate assistance is given with the understanding that costs will be reimbursed, such assistance should not be delayed or denied when the requester is unable or unwilling to make a commitment to reimburse. Support under the provision of immediate response is generally limited to 72 hours or less. Longer duration may transition the operation

from response to recovery, which is not the intent of the provisions of DODD 3025.1.

6-43. Disaster relief operations normally include the stages *response*, *recovery*, and *restoration*. The military role is often most intense in the response stage, decreasing steadily as the operation moves into the recovery and restoration stages. Response operations focus on those life-sustaining functions required by the population in the disaster area. Recovery operations begin the process of returning the community infrastructure and services—both municipal and commercial—to a status that satisfies the needs of the population. Restoration is a long-term process that returns the community to predisaster normalcy. Military forces normally redeploy as operations transition from the response to the recovery stage.

6-44. DOD evaluates requests for employment of DOD resources according to six criteria: legality, lethality, risk, cost, readiness, and appropriateness. Commanders ensure that Army resources are used judiciously in relief operations by adhering to the following principles:

- Civil resources are applied first in meeting civil authorities' terms.
- Army forces provide resources only when response or recovery requirements exceed the capabilities of civil authorities as determined by FEMA or another LFA.
- Specialized capabilities (airlift and reconnaissance) must be used judiciously because demand may be greater than availability.
- Army forces remain under military command and control at all times. Authority is exercised through the DOD executive agent.
- Army forces may perform immediate response to assist civil authorities or the public when the president has not declared a major disaster or emergency. The local commander must determine that imminently serious conditions exist and that prompt action is required to save lives, prevent human suffering, or mitigate property damage.
- Unless otherwise directed by the secretary of defense, military missions have priority over military assistance to civil authorities.

SUPPORT TO DOMESTIC CBRNE CONSEQUENCE MANAGEMENT

6-45. Other US government agencies have primary responsibility for responding to domestic CBRNE incidents due to terrorists or other causes. Local authorities will be the first to respond to a CBRNE incident. However, Army forces have a key supporting role and can quickly respond when authorized. In a permissive overseas environment, the president may make Army assets available to assist a foreign government after a CBRNE incident. Such assistance may be linked to concurrent relief operations.

CBRNE incidents are deliberate or unintentional events involving a chemical, biological, radiological, nuclear, and high-yield explosive, that produce catastrophic loss of life or property.

FM 3-0

6-46. CBRNE incidents require specialized resources. Mass casualties from these incidents require decontamination and massive medical response. A CBRNE incident can create public health threats related to food, vectors,

water, wastewater, solid waste, and mental health. Figure 6-4 lists activities that support relationships for CBRNE consequence management support.

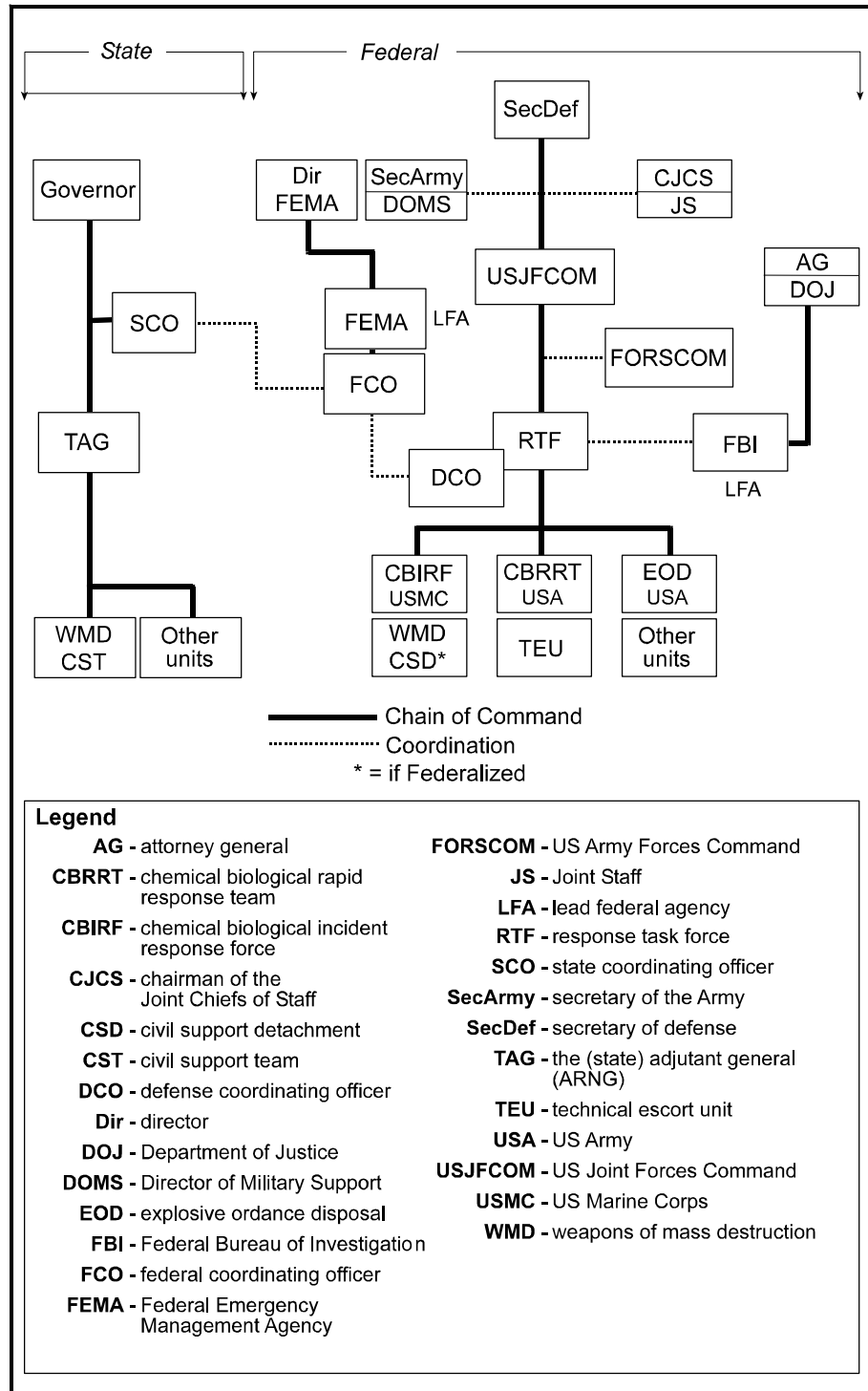


Figure 6-4. CBRNE Consequence Management

6-47. The Defense Against Weapons of Mass Destruction Act of 1996 mandates enhancing domestic preparedness and response capability for terrorist attacks involving nuclear, radiological, biological, and chemical weapons. In addition, Presidential Decision Directive (PDD) 39 and PDD 62 direct measures to prevent and manage the consequences of terrorist use of CBRNE.

6-48. Army forces assist civil authorities in protecting US territory, population, and infrastructure before an attack by protecting critical efforts and supporting domestic preparedness. When directed, Army forces can deploy in response to a CBRNE incident and deal with its consequences. A large explosion also is considered a CBRNE incident because the civil authorities have yet to determine its cause, and the resulting damaged site may contain a radiological, biological, or chemical agent.

6-49. Responding to terrorism involves instruments that provide crisis management and consequence management. Based on the situation, a federal crisis management response may be supported by federal consequence management and technical operations, which may operate concurrently.

Crisis Management

6-50. When a credible terrorist threat to use a CBRNE device exists, crisis management procedures apply. The federal government exercises primary authority to prevent, preempt, and terminate threats or acts of terrorism and to apprehend and prosecute the perpetrators. State and local governments provide assistance as required. The LFA for response to acts of terrorism is the Federal Bureau of Investigation (FBI). Crisis management involves measures to resolve the situation, investigate, and prepare a criminal case for prosecution under federal law. Involved US government agencies support the FBI until the attorney general transfers the role of the LFA to FEMA.

Crisis management includes measures to resolve a hostile situation and to investigate and to prepare a criminal case for prosecution under federal law.

JP 3-07.7

Consequence Management

6-51. Consequence management begins after an actual CBRNE release or detonation. State and local governments exercise primary authority to respond to the consequences of a terrorist incident. The federal government provides assistance as required. Consequence management is generally a multifunctional response coordinated by emergency management agencies. FEMA has primary responsibility for coordinating federal assistance to state and local governments.

Consequence management is actions which comprise those essential services and activities required to manage and mitigate problems resulting from disasters and catastrophes, including natural, man-made, and terrorist incidents.

JP 3-07.7

Technical Operations

6-52. Technical operations are activated to address aspects of nuclear, biological, and chemical materials when encountered in crisis and consequence management operations. Technical operations may be before the operation to support the crisis management response and continue to support the consequence management re-

Technical operations include actions to identify, assess, dismantle, transfer, dispose of, or decontaminate personnel and property exposed to explosive ordnance or weapons of mass destruction.

Federal Response Plan

sponse. The LFA for technical operations depends on the material involved and the location of the incident. The *Handbook of DOD Assets and Capabilities for Response to a Nuclear, Biological, or Chemical Incident* details the federal support to technical operations, to include DOD response capabilities.

Command and Control Process

6-53. All disasters are local. The local communities have the first responders. These local responders are the first to help victims of a CBRNE incident. First responders include fire, police, emergency medical services, and hazardous materials units. In most cases the local fire chief, police chief, or other local official will be the on-scene commander. (JP 3-07.7 contains tactics, techniques, and procedures for support to a domestic CBRNE incident.)

6-54. The NG weapons of mass destruction civil support teams (WMD-CST) are the first military responders. The WMD-CST deploy to an incident site to assess a suspected CBRNE event in support of an on-scene commander (such as fire chief or police chief). These teams advise civilian responders regarding appropriate action. They also facilitate requests for assistance from civil authorities and help expedite the arrival of additional state and federal assets. Each team has a mobile analytical laboratory for field analysis of chemical or biological agents and a command suite that can provide communications interoperability among the various responders. The WMD-CST are designed for domestic consequence management and will normally be quickly deployed as a state asset along with other NG units without DOD authorization. If federalized, these teams may be deployed as an element of a response task force in support of the LFA. (See Figure 6-3 for command relationships in domestic CBRNE incidents.)

6-55. FEMA coordinates the activities of federal, state, and local agencies at the national level with its emergency support team and in the affected area with its emergency response team. FEMA also ensures that state response plans and capabilities are adequate and tested.

6-56. The commander of a combatant command US Joint Forces Command serves as the DOD principal planning agent and supported commander for consequence management in the continental United States (CONUS). He also validates all requests for military assistance to consequence management in his area of responsibility. US Joint Forces Command resources and trains Joint Task Force–Civil Support (JTF-CS) to provide the initial CBRNE incident response and serve as the DOD C2 headquarters in CONUS.

6-57. The JTF-CS is a standing joint task force (JTF) under US Joint Forces Command. The commander of JTF-CS is responsible for providing military assistance to civil authorities for consequence management of CBRNE incidents within the US, its territories, and its possessions. The JTF-CS is a standing JTF headquarters trained for a flexible response, tailored to the type of CBRNE, and support requested by the LFA. When employed, it provides DOD C2 and has operational control (OPCON) of all DOD assets (less special operations forces) in support of the LFA. The JTF-CS initially focuses its efforts on incident assessment and rapid deployment of DOD capabilities to ensure efficient and synchronized support to LFA efforts. As forces arrive on the scene, the focus shifts to fulfilling requests for assistance from the LFA and the on-scene commander. Personnel from the active component, Army Reserves, NG, government civilians, and contractors make up the JTF-CS.

6-58. Subordinate to the JTF-CS are response task forces (RTFs), also C2 elements. These forces are regional: RTF-East (1st Army) and RTF-West (5th Army). The RTF commander assumes OPCON of all committed DOD elements (less special operations forces) and coordinates military support of crisis and consequence management. The initial response element establishes liaison with the supported civil agencies and coordinates support for the follow-on personnel. The RTF establishes a command post near the incident and exchanges liaison officers with appropriate civil agencies and military commands. US Joint Forces Command also has other deployable assets for crisis management responses to CBRNE threats or incidents.

Protection of Critical Assets

6-59. Hostile forces may attack facilities essential to society, the government, and the military. These assaults can disrupt civilian commerce, government operations, and military capabilities. Critical assets include telecommunications, electric power, public health services and facilities, gas and oil, banking and finance, transportation, water, emergency services, and government continuity. In conjunction with civil law enforcement, Army forces may protect these assets or temporarily restore lost capability.

6-60. DODD 5160.64 provides DOD policy and responsibilities for protecting DOD and non-DOD critical assets worldwide. In peacetime, responsibility for protecting non-DOD critical assets rests primarily with the civil sector owners and with local, state, and federal law enforcement authorities. Responsibility for protecting non-US critical assets rests with the appropriate national authority. However, the Army and other DOD agencies must be prepared to assist in their protection during emergencies that seriously damage or threaten DOD operations.

Military Support to Foreign Consequence Management

6-61. DOD support to foreign consequence management operations focuses on providing specialized assistance in response to CBRNE incidents involving US military forces and installations, or vital interests. US military forces may also respond to a request for assistance by a foreign government. CJCSI 3214.01 contains guidance for planning and coordinating DOD support to foreign consequence management operations. In accordance with the instruction, each geographic combatant commander develops plans for,

identifies exercise forces for, and, when directed, responds to foreign CBRNE incidents from their areas of responsibility.

6-62. Primary responsibility for managing and mitigating the effects of a foreign CBRNE incident resides with the host nation. The Department of State is the LFA for foreign consequence management operations. All DOD support will be coordinated through the responsible chief of mission and country team.

6-63. Army support for foreign consequence management operations is provided on presidential approval, either when requested by the host nation (HN) or as part of an international relief effort. In both situations, all Army assets stay under the command of the geographic combatant commander.

6-64. The military can provide a sequential response to foreign consequence management operations:

- Initial DOD response. When authorized by the president, each geographic combatant commander provides initial DOD response. The response may be limited to deploying a headquarters element conduct a situation assessment and evaluation. This headquarters element forms the nucleus for subsequent DOD support and may assume C2 of DOD assets committed to help resolve a particular incident.
- Subsequent DOD response. The level and type of subsequent DOD assistance is determined by the type, severity, and location of the incident as well as the host-nation capabilities and requests for assistance. Depending on presidential guidance, the affected geographic combatant commander provides assets to the incident site for immediate assistance.
- Follow-on assistance. When directed by the president, the US Joint Forces Command deploys specialized CONUS-based assets to augment the affected geographic combatant commander's organic committed resources.

Consequence Management Support Functions

6-65. Support functions performed during consequence management operations are just as important as they are in other military operations. A CBRNE event can have a catastrophic effect on the ability of a community to provide for itself. US military forces and other DOD agencies are organized with personnel and equipment to support themselves while performing specific functions. Army units need additional combat service support to provide substantial assistance to the populace and local community. Examples of vital support functions provided by Army forces are communications, transportation, engineering, maintenance, medical, and public affairs.

6-66. Fast, reliable, and accurate communications are essential for crisis management. Army units come equipped with organic communication systems that can be used to establish connectivity with the many nonmilitary agencies involved in the incident. Securing adequate internal communications at the incident site, as well as establishing external communications to higher echelons is critical. Commanders should look for government-furnished telecommunications, commercially leased communications, and existing available telecommunications. Communication officers should

address the issue of frequency management early, as a large number of emergency responders may be sharing the same frequencies. Mutual support, connectivity, and minimum interference among agencies are vital.

6-67. Transportation is an essential logistic function. Forces must deploy from home station to the incident site and provide mobility once there. Army units may have to use their internal assets to support the on-scene commander if other sources of transportation are not available. Army equipment is suited for negotiating the rubble and debris often associated with consequence management. Required transportation support will likely include ground and air, both fixed-wing and rotary. Helicopters can be used for reconnaissance, and for aeromedical evacuation. Pilots must use care when operating helicopters near a contaminated area as rotor wash tends to spread the contamination.

6-68. Public works and engineering support include technical advice and evaluations, engineering services, construction management and inspection, emergency contracting, emergency repair of wastewater and solid waste facilities, and real estate support. Other engineering requirements are—

- Heavy equipment for camp construction and power-generation.
- Emergency clearance of debris for reconnaissance and passage of emergency personnel.
- Temporary construction or repair of emergency access routes.
- Emergency restoration of critical public services and facilities.
- Technical assistance and damage assessment.
- Emergency demolition.
- An effective maintenance program to ensure required support is provided.
- Consideration of all classes of supply.
- Maintenance of safe food and water. Unless canned or otherwise protected, all food should be thoroughly inspected. Designated medical authorities must approve all water and food supplies before consumed.
- Military transportation units for bulk supply distribution.
- Laundry facilities for both contaminated and noncontaminated clothes.
- Mortuary affairs.

6-69. Nuclear, biological, and chemical (NBC) weapons can cause large numbers of military and civilian casualties, and widespread destruction and disruption that will challenge medical capabilities and resources. Rigorous and disciplined adherence to public health standards can limit and mitigate the effects of NBC incidents. Medical treatment facilities should have protective shelters to enable them to operate in contaminated environments. Specific medical responses include triage, trauma, and preventive medicine. Patients requiring emergency medical treatment before decontamination are treated in the decontamination area. Military medical assets can provide limited neuropsychiatric triage and stabilization of clinical cases to reduce the disabling effects associated with the posttraumatic stress disorder. Stress management can also reduce hysteria surrounding the incident. Medics must be prepared to perform casualty decontamination near the incident site, prior to evacuation, or to establish decontamination and detection stations at local

hospitals. In a terrorist incident, many ambulatory casualties will self-evacuate, arriving at the medical treatment facility or hospital still contaminated.

6-70. Disseminating information to the world's public is a media event. The relationship developed between the military and the media will be critical to the success of the operations as well as the story being accurately told. Public affairs (PA) activities during the initial incident have immediate public impact. A proactive, comprehensive PA program must be conducted to expedite the flow of information to the public and internal audiences. There should be a single story, coordinated with all federal agencies involved.

6-71. Unless specifically authorized by the president, the military does not conduct law enforcement activities. But Army units can conduct patrols to look for disaster victims, to help in assessment, and to assist in communications. The presence of soldiers may deter looters and other violators. Moreover, soldiers can provide a labor force capable of performing whatever duties may be required.

SUPPORT TO CIVIL LAW ENFORCEMENT

6-72. It is DOD policy to cooperate with civilian law enforcement officials to the extent practical. However, cooperation must consistently meet the requirements of applicable law, the needs of national security and military preparedness, and the historic tradition of limiting direct military involvement in civilian law enforcement activities. US military forces are never placed under the command of civilian law enforcement officers or nonfederalized NG commanders. DODD 5525.5 contains the policy providing military support, including personnel and equipment to LEAs.

Support to Civil Law Enforcement

- Counterterrorism
- Counterdrug
- Civil disturbances
- General support

6-73. When compelling and extraordinary circumstances exist outside the territorial jurisdiction of the US, the secretary of defense may approve direct assistance by military personnel to execute the laws.

6-74. The Army assists civil law enforcement by providing personnel, equipment, training, and expert advice within the limits of applicable law. ARNG units in state status (Title 32 USC) provide the primary source of military assistance to state and local LEAs. They may assist civil authorities in instances when federal units are precluded due to the restrictions of the Posse Comitatus Act.

Support to Counterterrorism

6-75. Only the president (or a presidential decision directive) may authorize employing US military forces in response to acts or threats of domestic terrorism. The secretary of defense must also approve all requests for assistance in responding to acts or threats of domestic terrorism. (See Chapter 5 discussion of Combatting Terrorism.)

6-76. Army forces do not conduct domestic counterterrorism operations; however, they may provide support to LEAs during crisis management and

consequence management of a terrorist incident. Army forces may provide specialized or technical capabilities to assist in defusing or resolving crises. Support includes opening lines of communication for military assistance, evacuating casualties, reconnaissance, and decontaminating or assessing CBRNE events.

Support to Counterdrug Operations

6-77. The DOD principal counterdrug (CD) mission is the detection and monitoring of the aerial and maritime transit of illegal drugs into the US. Title 10 USC, Chapter 18 gives basic guidance for interaction among active component forces, reserve component forces, and civilian law enforcement agencies. Title 10 prohibits the military from directly participating in arrests, searches, seizures, or other similar activity unless authorized by law. The FY 1989 and subsequent National Defense Authorization Acts have authorized the DOD to provide more support to LEAs in the CD effort.

6-78. The Army significantly contributes to counterdrug support of federal, state, and local LEAs. The Army provides operational support, linguist support, reconnaissance, maintenance, intelligence analysis, engineer support, equipment, facilities, and training and planning support to LEAs in the United States. Soldiers also provide counterdrug support to foreign nations through the supported unified commanders. Host nations and LEAs worldwide receive various means and methods of support. (See Chapter 5 for support to counterdrug operations and JP 3-07.4.)

6-79. **Training.** Training support provided to LEAs includes basic military skills such as basic marksmanship, patrolling, mission planning, medical, and survival. DOD policy states that no US LEA personnel will receive advanced military training. “Advanced military training” consists of advanced marksmanship (including sniper training), urban operations, advanced urban operations, close quarters battle or close quarters combat, and similar specialized training. As an exception to this policy, the US Army Military Police School is authorized to train LEA personnel in the Counterdrug Special Reaction Team Course, the Counterdrug Field Tactical Police Operations Course, and the Counterdrug Marksman and Observer Course. Additionally, on an exceptional basis, the commander in chief, US Special Operations Command may approve such training by special operations forces.

6-80. JTF-6, US Army Training and Doctrine Command (TRADOC), and the ARNG provide resources for domestic counterdrug training. JTF-6 provides oversight to military mobile training teams in support of LEAs in CONUS. TRADOC and the US Army Military Police School provide resident counterdrug training for LEAs. The ARNG sponsors several counterdrug schools that train law enforcement officers in enforcement-level counterdrug skills. In addition, the National Interagency Civil-Military Institute (NICI) is a federally funded DOD field operating activity of the National Guard Bureau operated by the California National Guard. The NICI programs teach how to plan and coordinate multijurisdictional and interagency counterdrug and support operations and programs that use military resources. The institute includes a research and analysis division that maintains an extensive library on joint counterdrug operations and general drug policy. This information is available for official use.

6-81. **Use of Technology.** The Army Counterdrug Research, Development, and Acquisition Office makes military research, development, and acquisition available to LEAs. This office informs agencies of new technical capabilities that may apply to law enforcement. It can also assist them in contracting and procuring technical equipment. A program that resembles the surplus equipment programs for civil defense and rural fire districts provides excess military equipment to LEAs for counterdrug use. The secretary of defense has established four regional support offices to support this program.

6-82. **Requests for Support.** Law enforcement agencies may request support through several channels. These channels are either the state NG counterdrug coordinator, the appropriate Continental United States army (CONUSA), the US Army Forces Command (FORSCOM) counterdrug support cell, the National Guard Bureau counterdrug task force, or the DOD coordinator for drug enforcement policy and support. The preferred method for requesting support is through the state NG counterdrug coordinator. If the NG cannot provide support, the request will be passed to the appropriate CONUSA. Requests for CONUS counterdrug support, not related to NG support activities, may be forwarded through Operation Alliance to JTF-6, Fort Bliss, Texas. Requests for residence CONUS counterdrug training may be forwarded directly to the US Army Military Police School.

6-83. **Provision of Support.** Within the US, the NG is the primary source of military support to federal, state, and local LEAs. The US Army Reserve and active duty units also support LEAs. Army support to counterdrug operations is another aspect of the Army's traditional role of providing military support to civil authorities. ARNG forces execute these missions under control of their state governor, while US Army Reserve and active duty units operate under the control of a JTF, such as JTF-6 in the southwest US, or in support of a CONUSA.

6-84. Each state or territory has a NG counterdrug coordinator who receives LEA requests for support and coordinates the execution of support as directed by the state adjutant general (or commanding general). The ARNG conducts counterdrug operations in accordance with state laws and applicable NG regulations.

Civil Disturbance Operations

6-85. Civil disturbances may range from unruly demonstrations to widespread rioting with looting and arson. In extreme cases, civil disturbances may include criminal acts of terrorism and violence. Civil disturbances in any form are prejudicial to public law and order. The Army has a role in assisting civil authorities to restore law and order when local and state law enforcement agencies are unable to quell civil disturbances.

Civil disturbances are group acts of violence and disorders prejudicial to public law and order.

JP 1-02

6-86. Under provisions of the Constitution and selected federal statutes, the president may order federal armed forces to aid local and state civil authorities to protect the Constitutional rights of citizens. DODD 3025.12 contains

guidance concerning the use of military assets in civil disturbances. The president may direct federal intervention in civil disturbances to—

- Respond to state requests for aid in restoring order.
- Enforce the laws of the United States.
- Protect the civil rights of citizens.
- Protect federal property and functions.

6-87. Conduct of Civil Disturbance Operations. The Army helps civil authorities restore law and order when state and local law enforcement agencies cannot control civil disturbances. Under the provisions of the Constitution and selected federal statutes, the president may order federal armed forces to aid local and state civil authorities to protect the Constitutional rights of citizens. Federal military forces may also protect federal facilities and installations in any state, territory, or possession. The DOD Civil Disturbance Plan (GARDEN PLOT) provides direction for Army forces directed to quell civil disturbances. FM 3-19.15 provides guidance in—

- Preparing for and providing assistance to civil authorities in civil disturbance control operations.
- Planning and training for such operations.
- The operational tasks and techniques employed to control civil disturbances and neutralize special threats.

6-88. The JTF commander exercises control of all federal military forces—including NG in federal status—committed to assist civil authorities. Federal military forces remain under the military chain of command during civil disturbance operations. Federal forces will not be placed under the command of civil officials or NG commanders in nonfederal status. Civilian authorities retain control of their state and local LEAs. The JTF commander establishes liaison with the senior civilian representative of the attorney general (SCRAG) and other appropriate federal, state, and local civil authorities.

6-89. Federal military forces must be tailored to the specific civil disturbance situation. Combat support and combat service support units will be required to sustain the force throughout employment. Coordination with civil authorities may allow the force to draw on resources available from state and local agencies. Close and continuous coordination between the federal military forces and the LEAs provide commanders with the detailed information required to employ and protect the force effectively.

6-90. In supporting civil disturbance operations, intelligence personnel may conduct close and continuous liaison with LEAs and the military police. This liaison ensures that the units receive needed information to allow the commander to adequately protect the force. He should staff intelligence support missions with his senior intelligence officer and legal counsel before approving them.

6-91. Federal military forces may perform tasks or missions appropriate to their organization and training; they must not be employed in ways that violate legal restrictions in effect. Military forces may disperse unlawful assemblies and patrol disturbed areas to prevent unlawful acts. They may assist in distributing essential goods and maintaining essential services. Forces may also establish traffic control points, cordon off areas, release smoke and

obscurants, and serve as security or quick-reaction forces. Certain types of missions are always inappropriate for military forces during civil disturbance operations. Military forces should never gather intelligence on civilians; interdict a vehicle; arrest or stop and frisk civilians; or act as informants, under cover agents, investigators, or interrogators.

6-92. Requests for execution of specific military missions are typically passed through one state or federal law enforcement coordinating officer, as approved by the SCRAG. Validated requests are transmitted to the JTF commander for staffing and coordination. Approved missions are assigned through the military chain of command to the appropriate element or unit for execution. Units and soldiers will not accept taskings or missions directly from law enforcement or civilian officials, except when placed in a direct support relationship as approved and ordered through the military chain of command.

6-93. Military liaison should be provided to each LEA headquarters generating requests for support. This liaison can assist LEA officials in determining the types and quantities of military support to request. The JTF headquarters can facilitate this mission assignment process by providing LEAs with a detailed listing of the types of missions military forces may conduct.

6-94. A deployed unit's area of operations should coincide with the jurisdiction or subdivision boundaries of the LEA it supports. This arrangement facilitates liaison and coordination between law enforcement agencies and military chains of command.

6-95. Committing military forces to civil disturbance control operations does not automatically give these forces police power. The police power of military forces is intentionally bound by legal constraints. Whenever possible, civil police apprehend, process, and detain civil-law violators. Military forces only perform these functions when necessity dictates and to the minimum extent required. These functions are returned to civil authorities as soon as possible. When military forces have achieved enough order to allow the local authorities to resume control, the military's mission is accomplished and its active role in controlling the disturbance ends.

6-96. Army commanders must know what options they have available. They must be able to be flexible and selective in their responses. A commander selects the option that best responds to a given civil disturbance in that specific physical and psychological environment. The commander strives to reduce the intensity of the confrontation and to restore order.

6-97. As the disturbance subsides, the commander gradually reduces the number and scope of operations and begins removing his equipment from the area. However, withdrawal is not immediate. That could lead to a resurgence of the disturbance.

6-98. **Roles.** The NG, as a state organization, responds to the governor in accordance with state law for civil disturbance operations. NG regulations direct planning and training for the civil disturbance mission. During most civil disturbance situations, the NG will be the first military responder and will usually remain in state active duty status throughout the operation. The

president may federalize the NG for civil disturbance operations at the state governor's request.

6-99. Federal Army forces help civil authorities restore law and order when the magnitude of the disturbance exceeds the capabilities of local and state law enforcement agencies, including the NG. Federal military forces may also protect federal facilities and installations in any state, territory, or possession. The DOD Civil Disturbance Plan provides direction for Army forces in civil disturbances.

6-100. GARDEN PLOT provides guidance and direction for participation by all DOD components in civil disturbance operations in support of civil authorities. GARDEN PLOT applies to the military departments, the unified and specified commands, DOD agencies, and other DOD components for planning, coordinating, and executing military operations during domestic civil disturbances.

The Los Angeles Riots

On 29 April 1992, the worst civil unrest since the riots of the 1960's erupted in the streets of Los Angeles. Forty-four people died and hundreds were injured before order was restored. Property damage reached the billion-dollar mark because of rampaging looters and the thousands of fires that they set. It began as a small disturbance in south central Los Angeles, but quickly escalated, spreading rapidly through the city and county. The violence initially overwhelmed law enforcement authorities, resulting in the burning of large areas of the city. California's governor committed the state police and 2,000 National Guard soldiers to assist in restoring law and order in the early morning hours of 30 April. A National Guard military police company arrived in the area that afternoon and immediately began operations to support local police.

Joint Task Force–Los Angeles (JTF–LA) was formed following a presidential executive order on 1 May. It federalized units of the California NG (CAARNG) and authorized active military forces to assist in restoring law and order. JTF–LA formed and deployed within 24 hours, assembled from US Army and Marine forces. It operated in a unique domestic disturbance environment while working with city, county, state, and federal agencies and the CAARNG.

JTF–LA successfully met the three objectives defined in its mission statement. "JTF–LA assumes command and control of federalized National Guard, active duty Marine and Army forces, establishes liaison with local law enforcement agencies, and conducts civil disturbance operations to restore order in the greater Los Angeles area."

6-101. **Requests for Military Assistance.** Requests for military assistance normally originate with a state and are forwarded to the president. The attorney general must coordinate and manage all requests for federal military assistance for civil disturbance operations. He then advises the president whether and when to commit federal military forces.

6-102. The attorney general, as the head of the LFA responsible for law enforcement, will appoint a SCRAG. The SCRAG must coordinate federal

civil disturbance operations and assist the state civil authorities. The SCRAP has the authority to request military assistance for civil disturbance support from federal military forces. Civilian officials remain in charge of civil disturbance operations.

6-103. The secretary of the Army is the DOD executive agent for federal military operations in response to civil disturbances. Within the department of the Army, the DOMS coordinates the functions of all military services. The DOMS, on behalf of the joint staff, publishes an execute order designating a combatant command as the supported command for the civil disturbance operations. This order also designates the supporting combatant commands, services, and agencies.

6-104. The supported combatant command will determine the organization and forces required to accomplish the civil disturbance mission. The combatant command may establish a joint task force to make best use of the forces available for the mission.

General Support

6-105. Title 10 USC, Chapter 18, sections 371-382 and other federal laws allow for additional limited military support to law enforcement agencies. The military may share information and provide equipment, facilities, and other services (see DODD 5525.5). The Army may provide training to federal, state, and local civilian law enforcement officials. Such assistance may include training in operating and maintaining equipment. This ordinarily does not include large-scale or elaborate training nor regular or direct involvement of military personnel in activities that are fundamentally civilian law enforcement operations. Training of federal, state, and local civilian law enforcement officials is provided under the following guidance:

- This assistance is limited to situations when using non-DOD personnel would be infeasible or impractical from a cost or time perspective and would not otherwise compromise national security or military preparedness concerns.
- Such assistance may not involve DOD personnel in a direct role in a law enforcement operation, except as otherwise authorized by law.
- Except as otherwise authorized by law, DOD personnel locate and perform such assistance where confrontation is unlikely.
- Military departments and defense agencies may provide expert advice to federal, state, or local law enforcement officials in accordance with Title 10 USC, Chapter 18, section 373.
- When loans of equipment facilities or personnel to law enforcement are made, such loans are approved at a level no lower than general officer. In addition, the secretary of defense must approve requests for potentially lethal support.

COMMUNITY ASSISTANCE

6-106. Community assistance applies the skills, capabilities, and resources of the Army to the needs and interests of America and local communities. Supporting and participating in events and activities that benefit Army forces and the civilian community build on a long tradition of the Army helping

American communities. Community assistance can have a large impact because active component, ARNG, and US Army Reserve units are located in thousands of towns and cities across the nation. What a command does, or fails to do, for the community will affect the attitudes of the American people, on whom the Army depends for its support and existence. Every commander should identify opportunities to conduct initiatives that meet specific needs; have specific start points and end states; enhance readiness; and advance the interests of the nation, the Army, and local communities.

Fundamentals

6-107. Community assistance projects and operations must enhance the Army's image, have a positive impact on the unit or individual soldier, and contribute to the common good of the nation and local communities. Army commanders must ensure that their initiatives do not compete with local resources or services, do not benefit any particular interest group, and will not result in any monetary or service remuneration. Army commanders located outside of CONUS may find these principles useful in fostering their established relationships with adjoining host-nation commanders. However, they must consider applicable combatant command guidelines and host-nation laws and agreements before implementing community assistance programs.

6-108. **Command Emphasis.** Commanders should take an active interest in their relationships with civilian officials, encouraging appropriate community assistance programs. Establishing long-term, harmonious, productive relationships with national, state, and community officials can significantly benefit both the Army and civilian communities.

6-109. **Individual and Unit Enhancement.** Community assistance activities increase public awareness and understanding of the Army, inspire patriotism, and enhance the Army's reputation as a good neighbor. They positively influence public opinion toward the Army while also enhancing the combat readiness of the organization. They help build unit morale. Community assistance activities are an excellent opportunity for soldiers to serve as role models, which not only enhances recruiting, but also motivates other soldiers. These activities promote their self-esteem and further their sense of service to the nation.

6-110. **Readiness Enhancement.** Community assistance activities should enhance individual and unit combat readiness. They should make the best use of assets and foster a positive training environment where soldiers can become involved in realistic, hands-on training opportunities. Whenever possible, community assistance projects should exercise individual soldier skills, encourage teamwork, challenge leader planning and coordination skills, and result in measurable, positive accomplishments. Finally, they should enable a unit to use its equipment, providing training opportunities that increase operator proficiency.

6-111. **Community Benefit.** Community assistance activities should contribute to the health and welfare of the nation and local communities, making the Army an integral partner in progress and development. These activities enhance the ability of the nation and communities to provide the best

possible services to the citizenry. They promote a positive, healthy, safe environment as well as an understanding of the basic principles, values, and ideals on which America is built. This results in increased awareness of America's history and the Army's role in a continuously changing world.

6-112. Common Interest and Benefit. Because the Army belongs to the American people, it should support only events and activities of common interest and benefit. Commanders should avoid providing assistance and support to one sponsor that they cannot also provide to other sponsors. Army assistance should not selectively benefit any person, group, or corporation—whether profit or nonprofit, religious or sectarian, ideological, fraternal, political, or commercial.

6-113. Noncompetitive. Army community assistance projects should not compete with resources and services commercially available in the community. Commanders must not authorize assistance activities when local businesses can provide the same or similar assistance and support.

6-114. Nonprofit. Army support for or participation in community assistance activities cannot be provided if based on a monetary-profit. Commanders must ensure that no Army person or unit realizes a monetary profit, a gratuity, or remuneration in any form not provided for by public law or regulation.

Types

6-115. Community assistance activities can be national efforts focused on developing public support for the Army and its national contribution. They can also be state or local community efforts focused on improving the community, its infrastructure, and its ability to serve the local population. Both types improve the lives of American citizens, foster the values and purposes of democracy, and give the American people hope and confidence in a changing world.

6-116. National Efforts. National efforts should develop an open, cooperative relationship between the Army and the American people. National efforts take advantage of the technical, vocational, and group skills of military professionals to enhance the lives of American people. They supplement programs available in the civilian sector and through other government agencies, not replace them. They provide opportunities for the Army to contribute to the growth and welfare of the nation, improving its perception of the Army, its capabilities, and its personnel. Army and DOD regulations provide detailed guidance on national effort programs. Examples of national efforts include Public Works Maintenance and Management, exercised through the US Army Corps of Engineers, and assistance programs, such as the Civilian Community Corps and Drug Demand Reduction Programs.

6-117. State and Local Efforts. The guiding principle behind state and local efforts is that the installation and the community have a common interest in providing the best possible support to each other. A cooperative relationship exists because soldiers stationed at the installation receive life support from the community while many of the civilians who make up the community receive life support from the installation. The interdependence of the military installation and the civilian community can involve economics, education, health care, basic services, and quality-of-life issues.

6-118. The goal of local commanders should be to develop an open, mutually satisfactory, cooperative relationship between the installation and the community. Good state and local efforts improve the community's perception of the Army; the installation; and the soldiers, family members, and civilians who are part of the installation.

6-119. Commanders should consider appointing a committee or small agency to act as a clearinghouse for community assistance requests. The garrison commander or the director of plans, training, and mobilization might head this committee. It should include the public affairs officer, the staff judge advocate, the chaplain, command surgeon, and representatives from the directorate of resource management, the directorate of installation support, and the directorate of personnel and community activities. Units that play a major role in the activity should be represented. Key community leaders should also be invited to serve on this committee.

6-120. **Community Cooperation.** Many community activities and efforts can be established in a more formalized manner. These efforts permit both the installation and local community to expand and enhance their services to their respective communities. Examples of these efforts are explained in the following paragraphs.

6-121. Memorandums of agreement or understanding permit the installation or organization to enter into an agreement with the local community. They can provide critical services not available in the community, augment community services unable to meet demand, or ensure that emergency services are available in the shortest possible time. Examples include arrangements to provide air ambulance support, search and rescue, fire fighting capability, explosive ordnance disposal, emergency or broad-based medical care, wildlife and domestic animal management, assistance in safety and traffic control, emergency snow removal, and temporary supplemental housing for the displaced or disadvantaged.

6-122. Speakers effectively develop an understanding of the Army and stimulate patriotic spirit. They inform the public about installation activities, its units, and its soldiers. Commanders should establish an installation speakers bureau and encourage soldiers of all ranks to participate in the program.

6-123. Maintaining liaison through informal community councils can enhance open communications with community officials and organizations. Councils have various responsibilities, such as developing and promoting new ways for members of the command to participate actively in local community activities and resolving potential and actual areas of conflict. Commanders may present public service awards to private citizens, local community leaders, citizen groups, and organizations for their support of the Army. Commands can further community liaison through membership in civic, business, and professional organizations when the goals and objectives of those organizations benefit the Army and their programs and projects are consistent with Army interests.

6-124. Participating in public events and memorials is an excellent way to accomplish community relations objectives. These representatives of the Army serve as ambassadors to the civilian community and promote patriotism, interest in the Army, and awareness of the professionalism of US forces.

6-125. Exhibits and displays of Army equipment, historical materials, models, devices, and other information can enhance understanding of the Army and the installation. They can also promote patriotism and educate the public. They provide an excellent opportunity for our soldiers to interact with members of the local community while communicating the professionalism, readiness, and standards of our forces.

6-126. Community service physical improvements focus on ensuring that the physical infrastructure is as safe as possible and provides the fullest possible range of support to the population. These activities encompass a wide range of programs that do not compete with the services provided by contractors and businesses in the local civilian community. Examples include—

- Construction projects that enhance the recreational, educational, environmental, or cultural facilities of the community, such as building community picnic areas and hiking and biking trails.
- Projects that create or enhance a safe, clean environment, such as removing debris from a community wildlife area or painting a community recreation center.
- Demolition projects that enhance the safety and appearance of the community, such as the removal of unstable playground equipment.

6-127. Community service social improvements, which focus on making the social environment as healthy as possible, provide the widest range of support to the population. They encompass a myriad of projects, including—

- Support to youth programs, such as Scouting, and programs that assist special need audiences, such as the Special Olympics.
- Involvement in ventures and projects that enhance the educational or cultural climate of the community, such as adult literacy, school reading, or community theater programs.
- Participation in special events, such as law enforcement or fire prevention awareness programs that enhance the welfare of the community.

6-128. Commanders should consider the contributions that all organizations and personnel associated with their installation could make in community assistance activities. For example, Army Reserve Officer Training Corps (ROTC) cadets may be a valuable resource for participating in or supervising selected community assistance projects. ROTC cadets, particularly those in the final two years of training, can gain valuable leadership experience by participating in community activities. Communities will benefit from the dedication of intelligent, reliable, and energetic future Army leaders in their community efforts.

6-129. Another example of soldiers who contribute to community assistance activities is Army recruiters dispersed throughout the United States. These noncommissioned officers serve as positive role models and leaders who may be called on to assist in DOD-approved community activities as recruiting duties permit.